

SANTA ROSA COUNTY

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)

ANNEX D:

TERRORISM/WEAPONS OF MASS DESTRUCTION PLAN

ANNEX D: TERRORISM/WEAPONS OF MASS DESTRUCTION (WMD)

I. INTRODUCTION

Santa Rosa County's geographic, demographic, social and political identity allows it to be vulnerable to a variety of targets for terrorist activities. Terrorist targets could include transportation facilities (highways, rail, waterway, air), as well as fixed facilities where governmental, institutional or private sectors are located and where harm to these locations would further an objective or cause related to an individual's or group's beliefs and convictions in a violent or destructive way.

Terrorism is considered to be economically destructive, violent, dangerous to human life and in violation of criminal laws of the nation. It is designed to intimidate or coerce a government, civilian population or segment thereof and to further individual or group political or social objectives.

Terrorist Activities involving cyber-terrorism, biological, nuclear, incendiary, chemical or explosive materials (B-NICE) or hoaxes threatening the use of the aforementioned are considered technological hazard incidents by nature. An incident that is believed to be a terrorist act will be treated as a hazardous materials incident with additional complicating factors. If the incident is a potential act of terrorism, it is also considered a crime scene. Regardless of the mechanism or motive behind the incident, responders should remain focused on reducing the impact of the event as efficiently and safely as possible.

This document presents planning guidelines for preparing Santa Rosa County emergency response teams to deal with acts of terrorism and/or the use of Weapons of Mass Destruction (WMD). It will identify the key players and the plan of action. It is not meant to replace the field operations guides for first responders. Suggested operational procedures are presented in this document as a guide in managing the response to a terrorist attack or threat involving a WMD. Additionally, this document will facilitate the escalation of the response from a local first response through mutual aid and state assistance following with the federal response using existing communications channels.

Santa Rosa County is implementing this annex as a continuation of its existing approach to emergency and disaster response, which includes a unified response to all incidents including acts of terrorism. This approach is designed to be consistent with the State of Florida and Federal Terrorism Response Plan Annexes.

II. PURPOSE

This Terrorism/Weapons of Mass Destruction Annex details the policies, programs and procedures that will be utilized by local agencies to prepare for, respond to and recover from a threatened or actual emergency resulting from a terrorist act. It also defines the

additional roles of the local agencies beyond those identified in the Santa Rosa County CEMP in the development, implementation and maintenance of these procedures.

The initial responders in an actual or suspected terrorist event will be from the county and/or municipal emergency services. For this reason, our jurisdiction has established and will maintain a comprehensive program to prepare for and manage the impacts of terrorist and cyber-terrorist events. The program provides for continuing assessment of the community's vulnerability to terrorism, planning and training to prepare for and respond to such events, pre-deployment of specialized response capabilities throughout the area and definition of the operational concepts to be utilized to manage an actual or suspected event. If needed, state and/or Federal assistance will be mobilized to support the local command structure.

III. SCOPE

The annex applies to all threats or acts of terrorism with Santa Rosa County that require a response from any agency within its jurisdictional boundaries. The annex builds upon the existing concepts of operations by addressing the unique authorities, responsibilities, assumptions, situations and concept of operations that will be applied for crisis and consequence management as necessary.

a. Authorities

Local

- County Comprehensive Emergency Management Plan
- County Code of Ordinances, Chapter 9
- County Emergency Operations Center Standard Operating Procedures
- OSHA 29 CFR 1910.120 Hazardous Materials Operations
- Plans and Procedures developed by all agencies concerned

State

- F.S. Chapter 252 (Department of Community Affairs/Division of Emergency Management)
- F.S. Chapter 943 (Department of Law Enforcement)
- F.S. Chapter 154 and Chapter 381 (Department of Health)
- State of Florida Terrorism Incident Response Plan

Federal

- Federal Response Plan
- Presidential Decision Directive (PDD) – 39 unclassified
- PDD – 622 unclassified
- PDD – 633 unclassified

- Established State and Federal Health Guidelines
- FEMA's Guide for All-Hazard Emergency Operations Plan, Attachment G
- The U.S. Government Interagency Concept of Operations Planning

b. Responsibilities

The aforementioned authorities detail the specific responsibilities that each level and functional agency of government will possess during a terrorism incident and/or WMD event.

Local

- As outlined in the Santa Rosa County CEMP
- As outlined in this Terrorism Annex
- As outlined within local agencies specific plans, policies and procedures.
- Added local responsibilities
- Implementation of the Notification, Alert and Warning System described herein
- Recurring training on terrorism/WMD incident recognition for all emergency responders

State

- As outlined within the State of Florida CEMP.
- As outlined within the Terrorism Incident Response Annex to the CEMP.
- As outlined within state agency specific plans, policies and procedures.
- Development, implementation and maintenance of a Regional Terrorism System.

Federal

- As outlined within the Federal Response Plan
- As outlined within Presidential Decision Directives – 39, 62 and 63
- As outlined within the Terrorism Incident Response Annex to the FRP
- As outlined within federal agency specific plans, policies and procedures

c. Planning Assumptions

The following assumptions have been considered in the development of this annex:

- A terrorist incident may be made readily apparent to the responding organizations by the characteristics, impact or a declaration on the part of the perpetrators and may be very difficult to initially detect and identify because of uncertainty as to the cause or extent of the situation.
- Hoaxes regarding terrorist events can occur and rumors among organizations and the public regarding the event are likely.

- The characteristics of a terrorist incident will vary. It may be a hoax, a threatened incident that has not yet occurred, a single-event emergency situation that has ended or a continuing event of unknown duration and extent.
- Secondary explosive, chemical, biological or nuclear devices could be placed at the scene of a terrorist incident to intentionally endanger emergency response personnel, damage response resources, disrupt response operations, result in additional victims or cause further property damage.
- A terrorist incident could involve hostages, gunfire or other situations that must be resolved prior to initiating all or portions of the emergency response operations.
- The resources and/or expertise of local agencies could quickly be depleted by a response to a major terrorist incident and its consequences. Therefore, extensive use of state and federal resources and intrastate mutual aid agreements must be anticipated.
- Specialized resources, as well as those normally utilized in disaster situations, will be needed to support the response to a terrorist incident. Such resources may not be located in the area or in the State of Florida.
- The Florida Department of Health will have available a Level 3 laboratory of analytical services needed to manage a response to a terrorist event in Florida.
- Resources from local, state and federal agencies, as well as from other government and non-government agencies, will be made available on a timely basis upon request.
- All state and local response agencies and organizations will establish and participate in a unified command structure at or near the scene and the Emergency Operations Centers of responding jurisdictions/agencies may be activated and staffed if indicated by the size or scope of the incident.
- Federal agencies with statutory authority for response to a terrorist incident or for the geographic location in which it occurs or has impacted will participate in and cooperate with the unified command structure established by the responding local jurisdiction.
- A terrorist event will result in the timely activation of the comprehensive emergency response plans of the local jurisdictions impacted. When needed, the State Comprehensive Emergency Management Plan and the Federal Emergency Management Agency will activate the Federal Response Plan.
- Responding county and municipal agencies will have supportive plans and procedures, as well as appropriately trained and equipped personnel, that may be needed for the general response operations related to management of the terrorist incident. This annex assumes the resources and procedures for such related operations as hazardous materials awareness and incident identification, mass casualty incident management, hostage negotiation, search and rescue, etc. will be in place to be utilized when needed during a terrorist incident.
- For terrorist events involving weapons of mass destruction, there will be a large number of casualties. Injured or sickened victims will require specialized medical treatment, potentially requiring decontamination. Medical facilities near the scene capable of offering such treatment will have

limited capacity to accept victims. It will be necessary to transport victims to distant medical facilities and may require establishing temporary medical operations in the field. Fatally injured victims may be numerous and their bodies contaminated or infectious. Special mortuary arrangements are likely to be necessary.

- For terrorist incidents involving damage or disruption to computer systems, telecommunications networks, internet systems and disturbance to vital community networks for utilities, transportation or communication could endanger the health and safety of the population at risk, interrupt emergency response operations and result in very substantial economic losses.
- There will be very extensive media interest in a terrorist event and media management operations will require resources beyond those needed for other types of emergency management operations.

IV. SITUATION

The Office of the Assistant Attorney General, Office of Justice Programs (OJP) may provide funds to states under the State Domestic Preparedness Equipment Program for the purchase of specialized equipment for fire, emergency medical, hazardous materials response services and law enforcement agencies. These funds will be used to enhance the capabilities of state and local units of government to response to acts of terrorism involving WMD.

As part of this program a needs assessment was provided by OJP and subsequently conducted by applicable Santa Rosa County agencies and other local and state officials with information and expertise on the local terrorism threat. The following includes relevant, unclassified information gathered during this needs assessment.

a. Vulnerability

Santa Rosa County has identified several potential targets that represent the highest vulnerability and concern to local officials. These potential targets represent a cross-section of government, industrial, commercial and infrastructure. Of these, a few received the highest vulnerability rating allowed by the OJP assessment and could indicate the need for immediate target-specific planning efforts.

b. Threat

Additionally, a threat analysis was conducted and WMD capabilities of local individuals or groups using Potential Threat Elements (PTE) were completed. Some profiling of *modus operandi* of PTE was accomplished. There were several PTE identified with the local area, each with distinct motives and WMD capabilities.

c. Capabilities

Finally, a training and equipment needs analysis was performed to determine the County's current abilities and future requirements. Based on the Terrorism Response System (TRS) Tier Level Capabilities, as established by DOJ, compared with the vulnerabilities and threats heretofore mentioned, the following capabilities were assessed.

Response Function	Current Capability	Desired Capability
Fire Service	I	II/III
Haz-Mat	I	I
EMS	I	II
Law Enforcement	I	II
Public Works	I	I
Public Health	I	II
Emergency Management	I	I

Closure in the gap between current and desired capabilities are dependent of funding, training and equipment opportunities. Based on the DOJ Needs Assessment and Analysis, Santa Rosa County's Emergency Response Team will be limited to a Tier I response to terrorism or the use of WMD until response improvement opportunities and additional funding become available.

V. CONCEPT OF OPERATIONS

The limited Tier I response capabilities inherent within the county currently dictate the immediate notification and request for assistance from state and federal agencies in cases of terrorism.

Terrorism and the use of WMD are federal crimes as well as consequences to which the local and state governments must respond. In all cases, when a terrorism incident is suspected or has occurred, local, state and federal government agencies must be notified.

Fundamental Concepts of Operations for terrorism and/or WMD incidents are:

- Terrorism/WMD Incident Recognition
- Notification, Alert and Warning System
- Unified Command Structure

a. Terrorism/WMD Incident Recognition

The first emergency responder(s) should do a visual assessment of the scene and report this information through dispatch channels. The location of the incident may be an indicator as to whether or not this may have been a terrorist event. A

building housing a medical clinic, governmental offices or one that has religious, cultural, ethnic or lifestyle significance may provide some intelligence. If there has recently been a confirmed case of terrorism similar to the current situation encountered, take the threat seriously. Additionally, the date of the occurrence may be of significance, as it may be an important anniversary date of a terrorist group or individual. This assessment consists of input by:

1. Dispatch
2. First Responder
3. Law Enforcement Intelligence
4. County Health Department Epidemiological Information

Indicators of suspected terrorism and/or the use of WMD may include:

- Identified Targets
 - Symbolic or historical
 - Public buildings or assembly areas
 - Controversial businesses
 - Infrastructure systems
 - Special events
- Presence of B-NICE/WMD Agent
 - Biological
 - Nuclear
 - Incendiary
 - Chemical
 - Explosive
 - Any secondary on-scene B-NICE incident
 - Items that seem out of place, containers, spray devices, etc.
- Mass Casualty Incidents
 - Unexplained illnesses or deaths
- Terrorist Threat or Threatened Use of WMD
 - Unusual circumstances or an obvious man-made act
 - Timing of the event
 - Events that occur on date or other significant events
 - On-scene warnings
- **RESPONDERS ARE ALSO VICTIMS**

b. Notification, Alert and Warning System

Notification, alert and warning will encompass the following items:

- Assessing threat information and initiation of protective measures.
- If needed, rapidly escalate the response from the municipal to the county to the state to the federal levels through the appropriate channels. Follow established notification protocols including the State Warning Point.
- Notification of agencies who may be needed in case of a terrorist event.
- Dispatching appropriate responders to the scene of the incident.

As stated in Section V. Concept of Operations, paragraph a, of this Annex, there are several indicators that could alert the response community to the possibility of terrorism and/or use of a WMD. It must be realized that categorization of an incident as a terrorist act may not come until well into the response. For this reason, anytime an “indicator” of terrorism and/or the use of a WMD is present, it is vital that notifications occur and advisory discussion between jurisdictional law enforcement, county emergency management and the county health department take place.

When intelligence information is received by any agency in the county on the threatened use of terrorism or a WMD, it must be communicated to the appropriate jurisdictional law enforcement agency so that appropriate agencies may be warned of the potential threat. When such information exists, jurisdictional law enforcement should communicate this information with other local, state and federal law enforcement agencies using existing procedures and levels of security with two additions. Emergency Management and the County Health Department will be notified of the situation and any relevant unclassified information by the appropriate jurisdictional law enforcement agency. In turn, these agencies will confer and agree on one of the following threat levels to be communicated through the law enforcement, emergency management and health communities. Many state and federal government actions are based on the aforementioned threat levels. It is for that reason that it is vital that the law enforcement, emergency management and health community threat level communications agree. It must also be recognized that these same threat levels may be communicated to the county from state or federal agencies.

Due to the sensitive nature of the information, the law enforcement community may not be able to give specific details about a possible event without the possibility of compromising intelligence operations and placing sources at risk. Much reflection and judgment must be exercised in weighing the consequences of compromise versus the possible threat to citizens when warning other agencies.

Level #4 – Minimal Threat

Received threats do not warrant actions beyond normal liaison notifications or placing resources on a heightened alert (agencies are operating under normal day-to-day conditions).

No further notifications required.

Level #3 – Potential Threat

Intelligence or an articulated threat indicates a potential for a terrorist incident. However, this threat has not yet been assessed as credible.

Local Notifications:

- County Sheriff's Office
- County Emergency Management
- County Health Department

Other Local Notifications (if necessary):

- Naval Air Station Whiting Field
- Hurlburt Field
- Eglin Air Force Base
- Affected local agencies or institutions, unless notification increases target risk
- If known, target/location or organization unless notification increases target risk
- Comparable Escambia, Okaloosa, or Escambia County (Alabama) agencies.

Other Notifications to the State of Florida (if necessary):

- In accordance with F.S. Chapter 943 (Law Enforcement)
- In accordance with F.S. Chapter 252 (Emergency Management)
- In accordance with F.S. Chapters 154 and 381 (Department of Health)

Other Notifications to the Federal Government (if necessary):

- In accordance with PDD – 39, 62, and 63 unclassified (Law Enforcement)
- In accordance with Federal Response Plan (Emergency Management)
- In accordance with State/Federal Guidelines (U.S. Public Health Service)

Level #2 – Credible Threat

A threat assessment indicates that the potential threat is credible and confirms that involvement of WMD in the developing terrorist incident. Intelligence will vary with each threat and will impact the level of Federal response. At this threat level, the situation requires the tailoring of response actions to the federal resources needed to anticipate, prevent and/or resolve the crisis. The federal crisis management response will focus on law enforcement actions taken in the interest of public safety and welfare and is predominantly concerned with preventing and resolving the threat. The federal consequence management response will focus on contingency planning and pre-positioning of tailored resources, as required. The threat increases in significance when the presence of an explosive device or a WMD capable of causing a significant destructive event, prior to actual injury or loss, is confirmed or when intelligence and circumstances indicate a high probability that a device exists. In this case, the

threat has developed into a WMD terrorist situation requiring an immediate process to identify, acquire and plan the use of federal resources to augment state and local authorities in lessening or averting the potential consequence of a terrorist use or employment of a WMD.

Local Notifications:

- County Sheriff's Office
- County Emergency Management
- County Health Department
- Naval Air Station Whiting Field
- Hurlburt Field
- Eglin Air Force Base
- Affected local agencies or institutions
- Target/location or organization Comparable Escambia, Okaloosa, or Escambia County (Alabama) agencies, as necessary.

Other Notifications to the State of Florida (if necessary):

- In accordance with F.S. Chapter 943 (Law Enforcement)
- In accordance with F.S. Chapter 252 (Emergency Management)
- In accordance with F.S. Chapters 154 and 381 (Department of Health)

Other Notifications to the Federal Government (if necessary):

- In accordance with PDD – 39, 62, and 63 unclassified (Law Enforcement)
- In accordance with Federal Response Plan (Emergency Management)
- In accordance with State/Federal Guidelines (U.S. Public Health Service)

Level #1 – WMD Incident

A WMD terrorism incident has occurred which requires an immediate process to identify, acquire and plan the use of federal resources to augment state and local authorities in response to limited or major consequences of a terrorist act. This incident may have resulted in mass casualties. The federal response is primarily directed toward public safety and welfare and the preservation of human life.

Local Notifications:

- County Sheriff's Office
- County Emergency Management
- County Health Department

- Naval Air Station Whiting Field
- Hurlburt Field
- Eglin Air Force Base
- Affected local agencies or institutions
- Target/location or organization Comparable Escambia, Okaloosa, or Escambia County (Alabama) agencies, as necessary.

Other Notifications to the State of Florida (if necessary):

- In accordance with F.S. Chapter 943 (Law Enforcement)
- In accordance with F.S. Chapter 252 (Emergency Management)
- In accordance with F.S. Chapters 154 and 381 (Department of Health)

Other Notifications to the Federal Government (if necessary):

- In accordance with PDD – 39, 62, and 63 unclassified (Law Enforcement)
- In accordance with Federal Response Plan (Emergency Management)
- In accordance with State/Federal Guidelines (U.S. Public Health Service)

c. Unified Command

Due to the fact that state and federal assets will probably play a significant role in any terrorism and/or use of WMD in the county, a unified command structure is of vital importance. The county promotes the use of unified command on scene at any incident as well as in the County Emergency Operations Center. Consideration will be given to co-locating local, state and federal response officials during a terrorism and/or WMD incident to process resource requirements.

VI. TRANSITION TO RECOVERY

It must be recognized that recovery from a terrorism and/or the use of a WMD incident may be delayed due to the nature of the event. The specific incident location will be a federal crime scene, consequently an extensive and often lengthy investigation may ensue. Depending on the type of WMD used, there may be cleanup or decontamination operations that must occur. The structural integrity of facilities may need to be assessed after an incident. All of these factors will inevitably delay damage assessment, individual and public assistance and perhaps mitigative activities. To this end, a relatively lengthy recovery process should be anticipated by all county agencies.

VII. DOCUMENTATION MAINTENANCE AND TRAINING

Maintenance of this Annex will be in accordance with those procedures set forth in the SRC CEMP. In instances when procedures in this annex are used in exercise or during actual events, lessons learned from these activities should be applied as soon as practical. The contents of the Annex will be reviewed annually as part of the overall County CEMP review for agencies or when review is warranted by other events.